U.S. CIVIL SERVICE COMMISSION

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# '...a new road of unity and progress'

PRESIDENT NIXON'S MESSAGE . . . page 2

# Civil Service Journal

Vol. 9 No. 3 January–March 1969

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Volume 9 Number 3

January–March 1969

CONTENTS

*Features*

| | Page |
|---|---|
| President Richard M. Nixon Addresses the Career Service | 1 |
| A University in Public Service | 14 |

*Articles*

| | |
|---|---|
| John Wesley Powell—He Tamed the Colorado by Elwood Bear | 2 |
| From College Pillar to Government Post by Nicholas J. Oganovic | 8 |
| When Federal Employees Complain by Irving Kator | 16 |
| The Name of the Game Is Go Government by Thomas G. McCarthy | 23 |

*Departments*

| | |
|---|---|
| CSC Checklist | 7 |
| Shelf-Help | 12 |
| Legal Decisions | 13 |
| A Look at Legislation | 19 |
| Labor-Management Relations | 27 |
| Training Digest | 28 |

*U.S. Civil Service Commission*

ROBERT E. HAMPTON ..... *Chairman*
JAMES E. JOHNSON ..... *Commissioner*
L. J. ANDOLSEK ..... *Commissioner*
NICHOLAS J. OGANOVIC
*Executive Director*

# Worth Noting

ROBERT E. HAMPTON, United States Civil Service Commissioner since July 25, 1961, has been named Civil Service Commission Chairman by President Richard M. Nixon to succeed John W. Macy, Jr. Nominated by the President to be the new Republican Member of the Commission is James E. Johnson of Sacramento, Calif., Director of the California State Department of Veterans Affairs, formerly a career officer in the U.S. Marine Corps and an insurance executive. Commissioner Johnson is 42 years old and the first Negro appointed to serve as a U.S. Civil Service Commissioner.

THE NOBEL PRIZE for Physiology and Medicine has been won by three Americans, one of them a biochemist at the National Institutes of Health, principal research arm of the Public Health Service. Another one of the trio was in Federal service with the U.S. Department of Agriculture while engaged in most of the research work for which the Nobel Prize was awarded. Dr. Marshall W. Nirenberg, the NIH scientist, shares the $70,000 prize with Dr. Robert W. Holley, former head of a USDA-Cornell University research team, and Gobind Khorana, a University of Wisconsin professor. The three men were cited for their independent work on an interpretation of the genetic code, locked within the cells of all living creatures.

INCREASED PREMIUMS for the Health Benefits program were paid by about 2,300,000 Federal employees, beginning with the first pay period in January 1969. Nearly all of the 36 plans covering 2,500,000 enrolled employees and annuitants raised their rates, primarily because of sharply rising costs of hospital and medical care. Changes in benefits were primarily improvements made to close gaps in coverage. Many plans which formerly provided no coverage for treatment of alcoholism, for example, have removed the exclusion. Most of the cost increases were borne entirely by enrollees. The Government pays 50 percent of the premium up to a legal maximum, but in most cases was already making the maximum allowable contribution. The Civil Service Commission, charged with overall administrative responsibility for the program, has held the premium increases at the absolute minimum while maintaining financial soundness of the plans.

ROCKEFELLER PUBLIC SERVICE AWARDS for 1968 have gone to six Federal officials in five broad fields of Government. Each award includes a tax-free cash grant of $10,000. The awards were conceived and financed by John D. Rockefeller III, as a way of recognizing and honoring career civil servants. 1968 winners are: For administration, Artemus E. Weatherbee, assistant secretary for administration, Treasury Department. Foreign Affairs, Leonard C. Meeker, legal advisor to the State Department. Law, Legislation, or Regulation—a joint award shared

(*Continued—See Inside Back Cover*)

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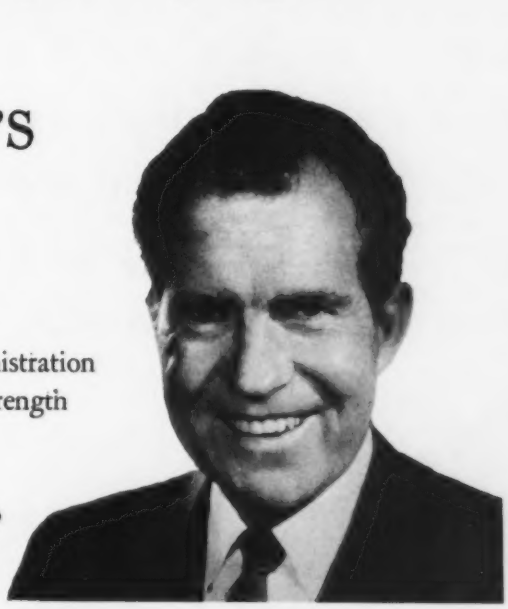
*'. . . a new road of unity and progress'*

# PRESIDENT NIXON'S

## *statement for the Civil Service Journal*



**WITH EVERY CHANGE** of administration our governmental process displays a remarkable strength through an orderly transition of power.

New men have been chosen to lead our nation; new programs and policies must be applied to the pressing needs of today and tomorrow.

The new leadership understands a great strength of our system: the dedication of governmental careerists to new policies and new directions.

Teamwork between appointees of the new administration and the men and women in civil service will be established smoothly, because there is a lively appreciation by these appointees of the imagination, experience, professional talents and skills of those who have chosen the public service as a lifelong career.

To the tasks ahead, career employees have already committed their support. I welcome your full participation—I am confident of your best efforts—and I assure you of a constant receptivity to your constructive ideas.

**TOGETHER** we will move our nation on a new road of unity and progress.

Richard Nixon

One hundred years ago, John Wesley Powell, a veteran of the Civil War who had lost an arm at the Battle of Shiloh, a self-educated man who collected fossils and who saw a high purpose of service to science and mankind, began one of the most daring adventures in our Nation's history.

# John Wesley Powell — He tamed the Colorado

POWELL, WHO WAS later to become head of the Smithsonian's Bureau of American Ethnology and Director of the U.S. Geological Survey, undertook the exploration of the Colorado River that would last three months and take him a thousand tortuous miles through white foaming rapids and into the Grand Canyon itself.

This pioneer trip, whose Centennial will be observed by the Nation this year, exemplifies Powell the scientist, explorer, and civil servant.

The Centennial observance sponsored jointly by the Department of the Interior, the Smithsonian Institution, and the National Geographic Society hopes to refocus attention on a truly foresighted and classical American hero, not only because of his great exploration into the last of the unknown and unmapped territory of the West—a stunning feat in itself—but for his accumulation of a body of scientific concepts which today serve as guides for some of the Nation's most advanced programs concerning people and their environment.

Early in the spring of 1869, Powell organized his river party which included Jack Sumner, a Union veteran who ran a trading post in Colorado; William Dunn, a hunter, trapper, and mule-packer; Captain W. B. Powell (John Powell's brother); G. Y. Bradley, an army sergeant released by order of the Secretary of War in order that he might accompany Powell; Captain O. G. Howland, a printer, editor, and hunter; Seneca Howland; Frank Goodman, an Englishman; Billy Hawkins, the cook; and Andrew Hall, a 19-year-old Scotsman, who had ample experience on the frontier fighting Indians.

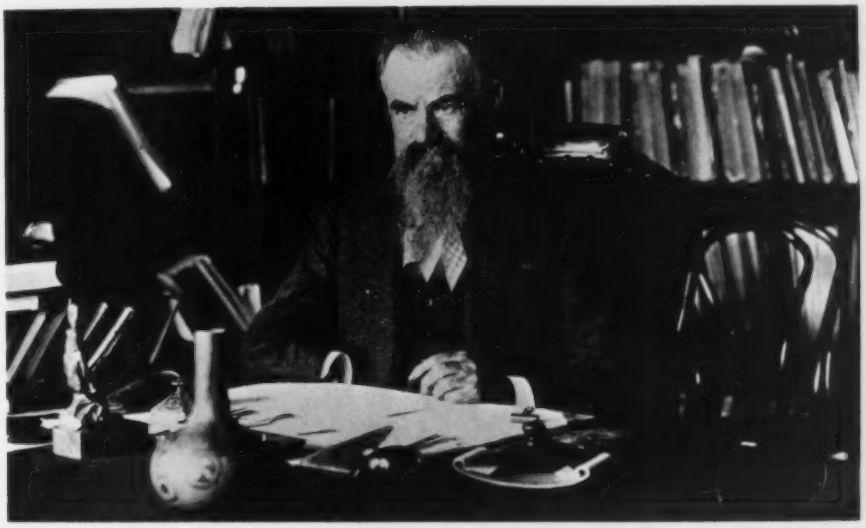
The four boats which Powell had built in Chicago were moved to Green River, Wyo., over the newly completed Union Pacific Railroad. The boats were named the *Emma Dean* (after Powell's wife), *Kitty Clyde's Sister*, the *No Name*, and *Maid of the Canyon*. They were 21 feet long and built of oak, with compartments where food, ammunition, tools, and scientific instruments were stored.

On May 24, 1869, the expedition began. With some anxiety they entered the first canyon where the river flowed through a flaming red gorge. Beyond, the river became more difficult and they began to portage the boats or let them through the rapids by means of a rope—processes they would repeat a hundred times during the expedition.

At beautiful Lodore Canyon, the *No Name* was swept over a 40- or 50-foot fall, struck the treacherous rocks, and broke in two—spilling Goodman and the Howlands

# By Elwood Bear

**Assistant Information Officer, U.S. Geological Survey**



Above: Maj. John Wesley Powell, then director of the Bureau of Ethnology, Smithsonian Institution.
Opposite: Powell's second expedition, 1871, sets out from Green River, Wyo. At extreme left, E. O. Beaman stands next to photographic equipment he and J. K. Hillers (fifth from left) used to produce a remarkable photo-documentary of the trip. Powell is sixth from left. *(U.S. Geological Survey Photos)*

into the current. The men were recovered, clinging to rocks in midstream—but precious supplies were lost.

Powell on one occasion left the boats to search for fossils along the higher canyon walls. On June 18, 1869, while climbing a perilous cliff, he became trapped on a ledge and could not go forward or backward. The river was a gleaming ribbon—1,000 feet below. Powell clung to a rock with the fingers of his only hand, standing on tiptoe on a ledge. His companion Bradley, hearing his shouts for help, climbed to the ledge above Powell—but could not reach him. Finding nothing else he could use, Bradley hastily shed his long johns and dangled them over the edge. Powell seized the underwear and with considerable difficulty scrambled to the top of the cliff.

On August 13, they entered the Grand Canyon of the Colorado with great apprehension. They went through a narrow gorge where the granite walls rose nearly a thousand feet. Ahead they heard a great roar which they discovered was a rapid, descending 75 or 80 feet in a third of a mile; the sheer cliffs trapped them and left no opportunity for portage. After considerable deliberation, Powell decided they had to run the rapids in the boats. The resulting ride must have been one of the wildest experiences of the expedition. The boats, completely out of control, dashed into the white water—turning and pitching, breakers rolling over them. They narrowly missed jagged rocks, and finally settled into the calmer waters below.

Forty-five miles from their final destination—the Virgin River—Captain Howland and William Dunn decided that they had had enough of the River. They said their farewells to Powell and the others, took a final look at the Colorado, and climbed over the rim of the Grand Canyon striking out overland for some Mormon settlements in southern Utah. They carried a letter from Powell to his wife, and a duplicate set of records of the expedition. It was a solemn parting; each party thought the other was taking the most dangerous course. Powell later

U.S. GEOLOGICAL SURVEY PHOTO

**Left: The sheer stone cliffs of the Grand Canyon are an overpowering backdrop to Maj. Powell's boat. The chair strapped to the boat was Powell's perch during his second voyage down the Colorado. Opposite: E. O. Beaman's photograph of the first campsite.**

learned that both Howland and Dunn were killed by Indians soon after leaving the Canyon.

On August 29, 1869, Powell's party emerged from the Grand Canyon and the following day came upon three white men and an Indian who said they had been told to watch for fragments of the boats, as no one expected the party to come out of the Canyon alive. One national newspaper had actually reported Powell's death, and the seasoned and victorious explorer found great amusement in reading his own obituary notice.

Powell's exploration of the Colorado was the springboard to Government sponsorship for further western explorations which were to result in reports that served as legacies for land reform and land preservation. But, more important, it gave new impetus to the accumulation of information about the western lands, and about the Indians who inhabited them.

Following the 1869 trip, which he had financed himself with the help of several Illinois colleges and two railroads, Powell came to Washington, D.C., seeking support for a second Colorado River trip. It was perhaps symbolic that, on this visit to the Capital, Powell purchased a house, suggesting his willingness to pursue a career of service in the Federal Government and devote his energies to Government scientific programs.

During the 1870's—with Government backing—Powell again explored the Colorado, and greatly enlarged his perimeter to include much of Utah, southwest Wyoming, and northern Arizona. But he was not alone in the West. Three other major exploring and surveying expeditions were at work—those of Lt. George Wheeler representing the War Department, and Clarence King and Ferdinand Hayden reporting to the Interior Department. Their paths crisscrossed many times in the canyons and valleys, on the plateaus and mountains west of the 100th meridian. It was perhaps inevitable that jealousies and bitter rivalries appeared as these proud men of

U.S. GEOLOGICAL SURVEY PHOTO

Maj. Powell and Tau-ruv, a Piaute Indian, photographed by J. K. Hillers in the Uintah Valley on the eastern slope of the Wasatch Mountains, Utah.

U.S. GEOLOGICAL SURVEY PHOTO

science realized that in many areas they were duplicating each other's efforts.

The climax to this behind-the-scenes struggle came after Congress abolished the Hayden, Wheeler, and Powell surveys (King's work had been completed) and established the United States Geological Survey in 1879. Because King was out of the controversy, he became the Survey's first Director, but resigned in 1881 and was succeeded by Powell—who remained at the helm for 13 years.

Powell was to prove himself an expert administrator and a good judge of men. He remained a scientist with a remarkably clear view of the single central problem that lay behind all his study of the West—namely, the problem presented by the environment to people who wished to settle in the West and make use of it. He studied the Indians and compiled a dictionary of their languages. He became head of the Bureau of Ethnology at the Smithsonian, which he directed the remainder of his professional life. And importantly, he foresaw the water problems that would eventually plague the settlers of the West.

Powell chose his men carefully, and never put anyone but a man of the highest competence in a responsible position. Following a dozen years of political seasoning in Washington, Powell, the scientific public hero, became Powell, the scientific public servant. In his two Bureaus, he enlisted the collaboration of some of the world s great men of science. Geologists and topographers trained in the western surveys were at hand—and were enlisted in the new service.

His powers were enormous. His enemies—there were those who resented his authority—called him "Mr. Science," or the "High Priest." But Powell had turned neither his power nor his inside knowledge of resources to personal gain. His intent was to build a scientific structure in Government that would serve mankind. He wanted a uniform and accurate topographic map of the United States which geographers, engineers, and public officials could use with the knowledge that it was the best available.

POWELL WAS BORN the son of a strict Methodist preacher in Mount Carmel, N.Y., in 1834. He spent his early years on a series of backwoods farms where he began to observe the land, rocks, and fossils, and to educate himself in the sciences. Powell was among the first to sign on as a private in the 20th Illinois Infantry, following President Lincoln's call for volunteers. He took his duties seriously as he did everything else and rose to the rank of major—a salutation he used the rest of his life. His right arm was shattered by a Minié ball at the Battle of Shiloh and the stump caused him great pain intermittently throughout his life.

Powell remained steadfast and resolute in the 1880's when the pressures of directing the Geological Survey and the Bureau of American Ethnology became more

demanding and his old rivals renewed their attacks on his plans for western mapping, irrigation studies, and the many pioneering probes of this vast territory.

In a rebuttal to one of these critics during his final days with the Survey, Powell's dignity and inherent honesty were reflected in these words: "As Director of the Survey, a great trust is placed upon me, and I recognize that I am responsible not only to the President of the United States, whose commission I bear, and to the Secretary (of the Interior) who is my immediate chief, and to the Congress of the United States, to whom I make an annual report setting forth in full the transactions of the Survey, but also to the people of the United States, whose servant I am . . . I feel myself deeply responsible to the scientific men of the country also, for during a period of more than twenty years they have supported me and the work under my charge almost with unanimity."

He built his scientific bureaus well. From the beginning they had a high *esprit de corps* and served as models for many Federal agencies of today, notably the Bureau of Mines, Bureau of Reclamation, Forest Service, National Park Service, Soil Conservation Service, and others.

In addition to Powell's many contributions to geology, mapping, scientific administration, and ethnology, he was instrumental in preserving Yellowstone as a National Park in the 1880's, when private interests threatened to "chip away" at this magnificent preserve. In this effort, Powell and his able assistant, Arnold Hague, suggested that a little known public lands act of 1891, encouraging the establishment of forest preserves in the public domain, be applied to keep the area east and south of the Park intact. Thus, he was a pioneer in promoting our National Forest system.

Powell also directed the Geological Survey into the study of irrigation in the West, combining the principles of science and reform. For two years these studies dominated the work of the Survey. Although his ideas on irrigation and water management were unpopular in his time, Powell's work in water resources and its management became the foundation of our Nation's reclamation and water conservation programs.

When Powell resigned from the United States Geological Survey in May 1894, he paid this tribute to his colleagues: "In the severance of our relations, I cannot refrain from an expression of profound gratitude for the loyal and loving aid which (you) have given me, ever working together with zeal and wisdom to add to the sum of human knowledge. The roster of those honored men is found in ten score volumes of contributions to knowledge and fifty score maps familiar to the scholars of the world."

This year the Nation pays its belated tribute to John Wesley Powell, and will recall to memory his contributions as one of the Nation's foremost proponents of dynamic conservation.

## CSC CHECKLIST

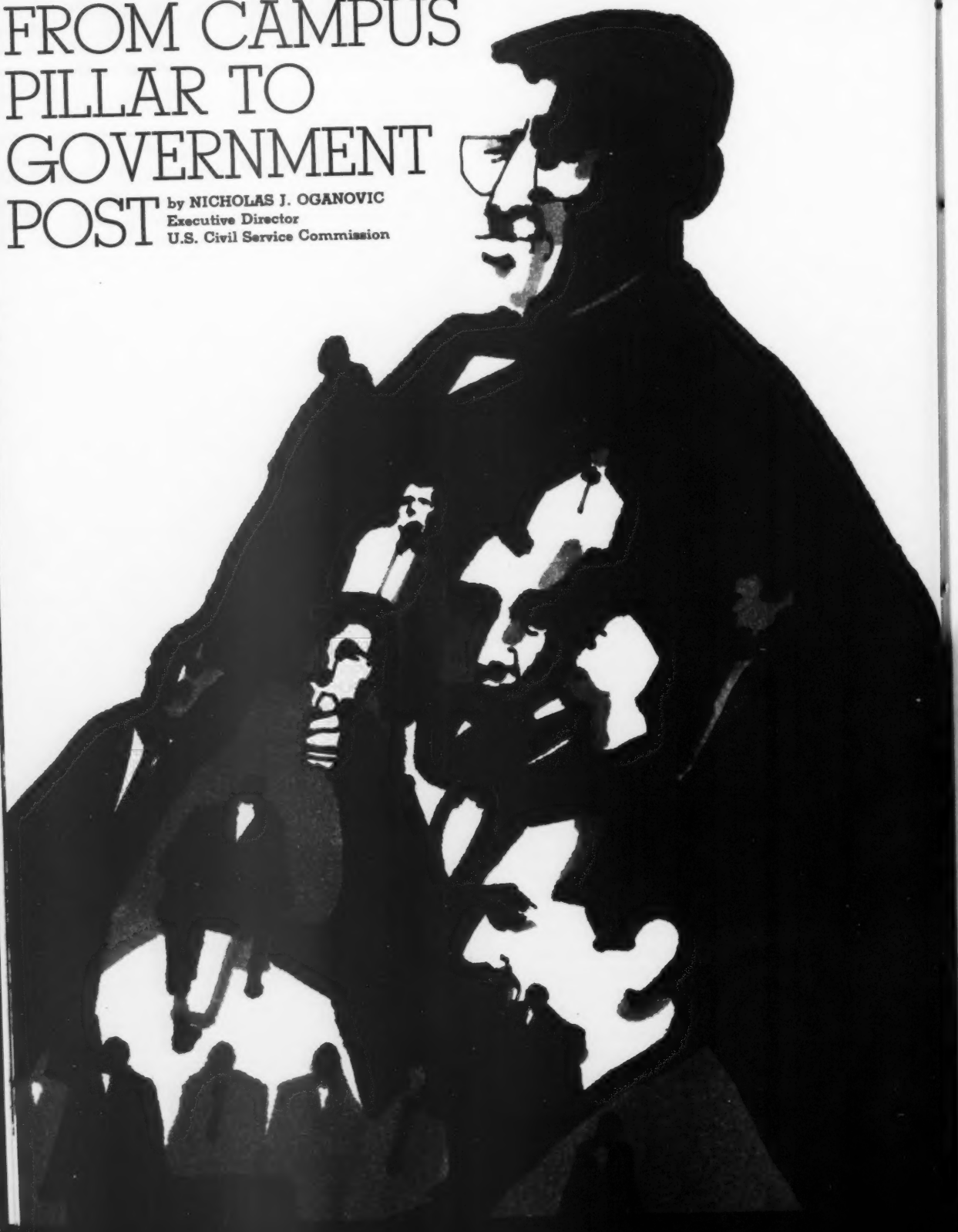
**A selection of recent CSC issuances that may be of special interest to agency management:**

- FPM Letter 306–1, Outstanding Handicapped Federal Employee of the Year:
  —announces a new annual award to be presented to a handicapped employee whose job performance clearly exceeds requirements in spite of severely limiting physical factors and whose courage and initiative not only serve as an inspiration to others but exert a positive influence on opening job opportunities for handicapped persons.
- FPM Letter 736–4, Full Field Investigations on Competitive Service Employees and Applicants for Critical-Sensitive Positions:
  —establishes minimum standards for full field investigations for appointment to critical-sensitive positions. In addition, defines the conditions under which the Commission may approve the use of lie detectors in investigations for appointment to positions in executive departments or agencies with highly sensitive intelligence or counterintelligence missions directly affecting national security, and lists safeguards to prevent unwarranted invasion of privacy.
- Bulletin 337–16, 1969 Federal Service Entrance Examination:
  —revises the 1969 FSEE so that the time required for the examination will be reduced and the quality and utilization of eligibles will be increased. Among the changes are the elimination of the written test for qualified applicants with a GRE/APT score of 1000 or above and the approval of class standing in the upper third as qualifying for a GS–7 entrance grade.
- Bulletin 890–22, Change in Health Benefits Plans and Distribution of Revised BRI 41–117 and Revised Brochures:
  —announces (1) the next FEHB open season, which will be held from November 10 to November 28, 1969; (2) changes in benefits or premium rates effective in January 1969, and (3) revisions of FEHB brochures and the pamphlet, BRI 41–117, Information About Plan Changes Effective January 1969.
- FPM Supplement 532–1, Coordinated Federal Wage System:
  —provides procedures and instructions for the administration and operation of the new Coordinated Federal Wage System. Also, lists descriptions of key ranking and wage survey jobs.

*—Mary-Helen Emmons*

# FROM CAMPUS PILLAR TO GOVERNMENT POST

by NICHOLAS J. OGANOVIC
Executive Director
U.S. Civil Service Commission



IN OCTOBER 1968, the Federal Executive Institute, not yet officially opened, was host to what might be called its first "students." Gathered in Charlottesville for a 2-day conference was a group of 22 college faculty members who were employed with the Civil Service Commission for a summer of work and work-related research. Rounding out the "student body" was a contingent of key Commission officials.

The reason for their being there was to review the events and achievements of the Commission's initial Summer Faculty Program. It was a close-out session in which all the faculty members had a chance to find out what each had been doing, and the Commission staff had a built-in opportunity to absorb the views of the summer faculty as a group.

The Institute was a fitting place for Government officials and college faculty to meet—a place that could be considered the university for leaders in public service, a blend of college and government. It was fitting, also, that the "graduates" of the Commission's first program of this type should meet at the site of an important first in the area of advanced study for top career people.

Academic types and Government types sat around the table together and exchanged ideas in an atmosphere made-to-order for brainstorming and progress reporting. The food was good, the accommodations comfortable, the Virginia weather typically mid-October, and the talk free and easy. All about what it was like to be a college professor turned Government staffer . . . and what it was like to be a Government official feasting for a summer on the thoughts of academia. It was, I think, a learning experience for everyone.

## HOW IT BEGAN

In all of this, I have been talking about summer's end. What of the beginnings of this effort to draw away from the campus pillar a select group of faculty members for short-term Government posts?

The story of how the Commission came to house 22 visiting academic lights for the summer months, and why we did it, may encourage other Federal agencies to give this kind of program a try. I assure you it's worth the effort. In the years ahead, borrowing talent from other sources will become even more meaningful than it is today. This is the time to start creating a pool of people—from other levels of government, the colleges, industry, and from the international arena—who can be called upon for future assignments.

Of prime interest to you now, I would imagine, is *why* we started the program. Hiring people from the Nation's campuses for summer work is certainly nothing new. The usual reason, however, is to shore up staffs hard-hit by vacation absences, to do seasonal work, and the like. For this program, we had something more in mind. We wanted to secure expert professional assistance from those in a position to offer a fresh viewpoint, and we wanted potentially influential faculty members to see Government in action so that they could carry the word back to the campus.

For years, the Commission had been urging agencies to utilize faculty members in summer assignments as a means of getting special work done and indirectly aiding our campus recruiting efforts. This summer we took our own advice, and we're glad we did.

## MORE THAN A JOB

The first step was to decide how we were going to best use the talent we tapped, the idea being to do more than just put the faculty people to work. We wanted each one to couple his day-to-day work with a meaningful project that would utilize the experience, expertise, and research capability that made him valuable to us in the first place. At the same time, the work and project would have to expand the professor's knowledge and understanding of Government and, in particular, the Commission. Commission bureaus, staff offices, and regional offices developed projects in keeping with this aim.

The next order of business was to find the people we wanted. Each office participating in the program was responsible for recruiting a faculty member with the appropriate special qualifications for the job to be filled.

The talent hunt netted us 22 faculty members from all parts of the United States, representing a variety of academic backgrounds and a wide range of colleges. We got them from the academia of the east—Syracuse, American, Emory, Howard, Wharton School of Finance, to name a few. And from the west—Brigham Young, Texas Christian, University of California, and more. Twelve went to work in the central office, and one in each of the Commission's regional offices. Their grades ranged from GS–12 through 15, depending on qualifications, with most at 13 and 14.

As for the particulars of getting them on board, we had the hiring authority available already to permit the temporary appointment of faculty members to positions of a scientific, professional, or analytical nature, and to those involving employee development and instruction. Selections were made from faculties of colleges and universities which are significant sources of Federal recruiting and were located within commuting distance of the city where the job was. This enabled us to get the best possible people, while at the same time keeping the lid on costs.

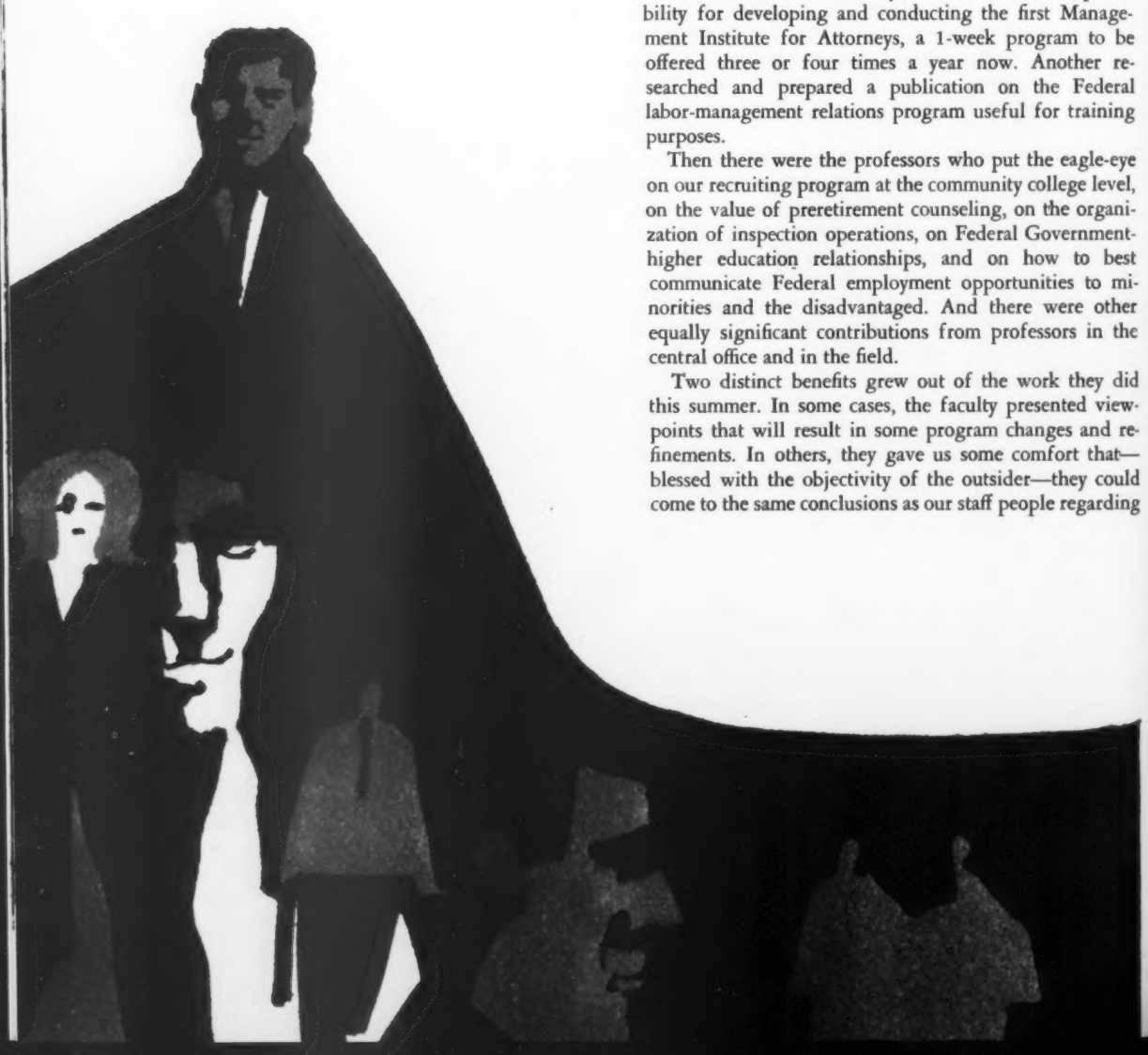
## THINGS WE'D CHANGE

Up to this point, I've talked about all we did right. In the hope that relating what we did wrong will help other agencies to avoid problems, I'll comment on a few places where we went astray. First, we should have seen to it that the faculty members had a thorough orientation session on the Commission's role and overall activities to set the stage for the work they would do.

Secondly, our summer faculty should have had more of an opportunity to meet with Commission officials and exchange ideas. This was done, but not often enough.

Third, there should have been an effort early in the summer to get the faculty members together in informal sessions where they could get to know each other better and share experiences. This, too, was done, but too late in the summer to be wholly effective.

Another thing is the matter of timing. We were late in getting the program rolling this first time around. Fortunately, we were able to secure outstanding faculty members even so. College faculty generally make their commitments for summer work early in the year, and an earlier start on recruiting would have meant less juggling of schedules on their part and less wear and tear on the recruiting agency.



## ALL-AROUND RECRUIT

These problems, relatively minor and easily reparable in the future, cannot take away from what we feel is a successful venture into this new area of recruiting the total man—not just his potential skill on the job, but his teaching or administrative background on the campus and research ability. The Commission's summer faculty scored high with us, and their individual project reports are being incorporated in the ongoing effort of the Commission to improve the quality of Federal service.

The faculty's individual work assignments and projects brought them in touch with virtually all of the agency's programs. There was the professor who studied our system for publicizing recruitment needs, the one who analyzed the improved service program, and another who did an exacting study of executive manpower management.

One of our summer faculty members had full responsibility for developing and conducting the first Management Institute for Attorneys, a 1-week program to be offered three or four times a year now. Another researched and prepared a publication on the Federal labor-management relations program useful for training purposes.

Then there were the professors who put the eagle-eye on our recruiting program at the community college level, on the value of preretirement counseling, on the organization of inspection operations, on Federal Government-higher education relationships, and on how to best communicate Federal employment opportunities to minorities and the disadvantaged. And there were other equally significant contributions from professors in the central office and in the field.

Two distinct benefits grew out of the work they did this summer. In some cases, the faculty presented viewpoints that will result in some program changes and refinements. In others, they gave us some comfort that—blessed with the objectivity of the outsider—they could come to the same conclusions as our staff people regarding

various Commission programs. In all cases, they told us more about ourselves than we knew before.

## WE GET LETTERS

At the end of the summer program, the faculty members were asked to send us letters of candid comment on their work, their impressions of the Commission and of Government service, and the value of the program. For the most part, what they had to say was favorable, but practically all reported areas which could be improved. And, without hesitation, they suggested ways to go about it.

The letters, as a commentary on the program's virtues and occasional missteps, offer the best possible testimonial to our efforts. Here, then, are excerpts from several, with the office where the faculty member worked following each.

"The experience gained during my two months with the Commission has given me a more concrete and realistic understanding of the nature and problems of Federal administration. Just as Antaeus had to retain physical contact with the earth to maintain his strength and power, I believe it essential that professors of government and public administration retain extensive personal contact with government in order to make more valid and relevant the courses they teach."

*(Interagency Advisory Group)*

"I was favorably impressed with the caliber of the Commission representatives with whom I worked, and expect to maintain contact . . . I think this type of assignment was beneficial in establishing additional communication between the agencies and colleges visited."

*(Seattle Regional Office)*

"I seized the opportunity to work for the Commission, not only because it would be my first Government job other than as occasional lecturer or consultant for various Federal agencies, but especially because I hoped to learn from the inside more about the Commission's operations than I could see from the outside."

*(Office of Labor-Management Relations)*

". . . I find considerable merit in having persons from academe visit with the Commission and exchange views on government operations. Such a program undoubtedly is beneficial to the institutions of government and the universities. I favor its continuance."

*(Board of Appeals and Review)*

"The possibility might be investigated of arranging to utilize a professor and a trainee or high-grade summer employee as a recognized study team."

*(Chicago Regional Office)*

"My summer experience was a thoroughly rewarding endeavor . . . Not only was I pursuing an intensive research study for the Region, but I was involving myself during the three months in current staff-level conferences. The result was a sense of involvement in the work of the Civil Service Commission . . ."

*(New York Regional Office)*

"I was favorably impressed by the quality of people with whom I worked and met in the course of my study and am, as a consequence, more inclined than ever to recommend government service to promising law graduates . . . It was a pleasure to participate in this pilot program."

*(Office of Hearing Examiners)*

"This brief exposure to the Commission has enabled me to recognize the formidable difficulties facing the Federal establishment in developing an overall career development and training program for financial managers. I believe that working to overcome some of these difficulties was a very worthwhile activity and I commend the Commission for searching out fresh viewpoints."

*(Philadelphia Regional Office)*

"The importance of 'building bridges' between all levels of Government and universities, and maintaining two-way traffic on them, cannot be overestimated. This program is a very useful arrangement toward that end."

*(Bureau of Executive Manpower)*

## BUILDING BRIDGES

That's what we intend to do in the years ahead—keep that two-way traffic flowing over the bridge we built this summer. I see a great future for the program and for ones like it that are designed to encourage borrowing or interchanging talent. As the world grows more complex and its problems more frustrating, it becomes clear that any one segment of society, working alone, cannot come up with all the answers. The solution, it seems to me, is to put our heads together and share the burden of turning the world right-side-up again.

It is my hope that more agencies will go to work developing programs similar to this one. Welcome the fresh ideas and new approaches that the men and women of academia can offer. Expose them to governmental public service for a time, and you'll discover—as we have—that they can be your greatest allies when they shuck their government gray and return to the campus to train and motivate their students toward careers. Their ability to expand the horizons of the youth they teach will be heightened by this exposure to the programs and policies of Government. They can serve as "ambassadors" of a sort in keeping the two-way traffic moving.

All the committed recruiters around can't compete with the power of one positive professor who can say "I've been there, and I liked it."

# SHELF-HELP

## BOOKS FOR THE SUPERVISOR

Reading is one activity that can provide the supervisor with knowledge about supervision, is relatively inexpensive, and can be accomplished around most any schedule.

The process starts in selecting a book among the hundreds of books that are available for supervisors. Some are heavy—in thought and weight—while others promise instant success in 20 pages. This writer used several criteria for selecting books to recommend to supervisors or aspiring supervisors.

The first was length. I automatically rejected long books, because it takes a lot of will power to plow through 600 pages about supervision. Just about all books in this area contain lengthy bibliographies to guide the motivated reader into the depths of any subject treated in the text.

The second criterion was the immediate practicality of the book. The person who is new to the supervisory literature is well advised to stay away from theory at first. Well-intentioned people might steer the aspiring or inexperienced supervisor into the theoretical works of Abraham Maslow or Chris Argyris, for example. The new reader should be exposed to their concepts, but through the works of interpreters who are skilled at synthesizing theoretical concepts and can relate their meaning to the average supervisor in more understandable language and style.

The third criterion used in the selection process was that the books had to be written for the first-line supervisor rather than the middle manager or executive. The books differ because the functions at each level differ, and although books aimed at higher level management may be useful in the future they are not relevant to the new supervisor when he needs the most help. A handy definition to keep in mind is that a first-line supervisor is a person who supervises workers directly, rather than through other people. Generally, people who have supervisors working for them are performing middle management functions.

The purpose of this lengthy prologue is not just to describe how the following three books were selected but to describe a thought process that our readers might employ in making choices among alternative books for establishing self-development reading programs. Finally, reading books about supervision doth not a supervisor make! The human qualities are still the most important ingredients in the supervisory mix. But assuming these qualities, the person who studies the supervisory arts is more likely to be successful than the individual who flies by the seat of his pants.

One of the few books for supervisors written by a person with government experience is *The Successful Supervisor in Government and Business* by William R. Van Dersal (Harper & Row, Publishers, Revised Edition, 1968, 206 pp.). The author provides a list of basic principles of supervision early in the book and devotes the remaining chapters to a discussion of techniques to put these general rules into practice. For example, Mr. Van Dersal says that supervisors should help their employees understand clearly what is expected of them, guide their work, reward good work, constructively criticize poor work, and provide opportunities for people to improve themselves. In print these general principles look like banalities, because they are so obvious, yet it probably is useful to review these principles periodically.

Most books on supervision include at least one chapter about the supervisor's training function. The first-line supervisor frequently is equipped with a great deal of technical knowledge which he is expected to impart. This can be a difficult experience for the ill-prepared supervisor. *The Supervisor As an Instructor* by Martin M. Broadwell (Addison-Wesley Publishing Company, 1968, 135 pp.) is a brief, well written, paperback guide for the uninitiated. Mr. Broadwell makes learning theory understandable, and he devotes a good deal of attention to motivation and how to interest the student and involve him in the learning process. The section on planning for an instructional session is weak, but overall the book is worth reading.

A significant work on supervision is Bradford B. Boyd's recent book *Management-Minded Supervision* (McGraw-Hill Book Company, 1968, 293 pp.). The book develops three major themes—management-mindedness, leadership, and job knowledge. Mr. Boyd deals with the bread and butter of supervision: communication, the management of change, understanding the individual employee, motivating improved performance, discipline, and handling complaints and grievances. Under the banner of job knowledge, he has chapters dealing with planning and organizing work, giving directions and orders, controlling employee performance, and decision-making. A unique feature of this textbook on supervision is the inclusion of a running case study throughout the book. Not only does Burt Hall, a supervisor in an imaginary department, make interesting reading, but he also allows the author to make his main points effectively.

*—William A. Medina*

# LEGAL DECISIONS

## ADVERSE ACTIONS—CAUSE—CONSTITUTIONAL RIGHTS

*Meehan* v. *Macy,* Court of Appeals, D.C. Circuit. Some cases seem to "go on forever," like Tennyson's brook. *Williams* v. *Zuckert* was one. *Meehan* seems destined to be another.

This is the case of the Canal Zone policeman who was discharged for circulating a letter and poem that were derogatory to the Governor. On April 18, 1968, the court ruled that this was a valid charge but sent the case back to the agency to decide whether this charge alone (the court held two other charges to be invalid) was sufficient to support the discharge (see *Journal,* Vol. 9, No. 1).

Since April the court has issued three other decisions in this case. On May 22, it issued an amended version of the April 18 opinion. On August 23, it issued a new decision after reconsidering the case, on the motion of counsel for Meehan, in the light of the Supreme Court's June 1968 decision in the *Pickering* case (see *Journal,* Vol. 9, No. 2). (In *Pickering* the Supreme Court invalidated the discharge of a schoolteacher who had written letters to the editor of the local paper criticizing the School Board's handling of past proposals to raise revenue to finance the school system.)

In the August decision, the Court of Appeals recognized that the *Pickering* decision could have an effect on the *Meehan* decision. The court also noted that the Supreme Court had pointed out that there could be circumstances under which the discharge of an employee for criticizing his superior would be valid. The court decided that the case should be remanded to the Commission, "as the key agency concerned with evolution of standards for employees of the federal government," to prepare guidelines for distinguishing cases that fall under the *Pickering* principle from those that are exceptions to the *Pickering* principle.

The Commission had scarcely begun work on the guidelines when the court announced on October 10, 1968, that all previous orders were stayed until the cases could be reheard by the court *en banc.* So that you may understand the significance of this action, let me sketch a brief background.

There are 11 United States Courts of Appeals. Ten are numbered, i.e., the United States Court of Appeals for the First Circuit, etc. The eleventh is the United States Court of Appeals for the District of Columbia Circuit.

The number of judges assigned to each circuit varies from the minimum of three in the First Circuit, to a maximum of nine in the Second, Fifth, Ninth, and District of Columbia Circuits. Where there are more than three circuit judges, individual cases are heard by panels of three judges; the other judges of the circuit do not participate in the decision at all. Occasionally, because of the importance of the issues involved, the court decides that the case should be argued before all the judges of the circuit; when this is done, all the judges of the circuit participate in the decision. This is called a hearing *en banc.*

Hearings *en banc* are rare. In the fiscal year 1967, in all 11 circuits, there were only 38 hearings *en banc* out of a total of 4,630 hearings; in fiscal 1968, the number was 39 out of 4,873. In the same fiscal years the record in the District of Columbia Circuit alone shows 5 hearings *en banc* out of a total of 450 and 3 out of 431.

Now you can appreciate why the *Meehan* case deserves close watching.

## OTHER CONSTITUTIONAL RIGHTS CASES

Other public employees are actively pressing for judicial recognition of their constitutional rights. A Federal employee named Kearney, who was removed for political activity, failed to convince the United States District Court for the Central District of California that the political activity statute deprived him of his rights under the First and other Amendments (judgment entered on July 11, 1968). His appeal is now pending in the Ninth Circuit. An employee of Contra Costa County, Calif., named Fishkin, also removed for political activity in violation of the Federal statute, is presently contending that the statute is unconstitutional in a case filed in the United States District Court for the Northern District of California. And an employee of a private community action agency under the Office of Economic Opportunity, to whom the political activity statute applies by virtue of the Economic Opportunity Act, as amended, has asked the United States District Court for the District of Columbia Circuit to declare the statute unconstitutional so that he may engage in political activity (*Dingess* v. *Macy*).

The District of Columbia Court also has the case of *Smith* v. *Rusk* in which a State Department employee alleges infringement of his constitutional rights because of action taken by the department after his name appeared in newspaper advertisements as one of the signers of the anti-Vietnam petition that was circulated among Federal employees a few months ago. The department placed in the employee's personnel folder a notation of his signing the petition and a copy of the Legal Advisor's opinion holding that signers of the petition were violating a departmental regulation. Plaintiff is asking the court to direct the department to remove this material from his folder. He claims that while the material is in his folder he can never hope for a promotion, and that this is a harsh price to pay for the exercise of his constitutional rights.

Watch this space for future developments.

*—John J. McCarthy*

*The Federal Executive I*

# A UNIVE
# *in* PUBLI

UNIVERSITY OF VIRGINIA PHOTO

Thomas Jefferson's spirit still lives in Charlottesville, Edgar F. Shannon, Jr., President of University of Virginia, told the audience at the Federal Executive Institute dedication day, and expressed the hope that Institute participants "who study, teach, and learn here absorb of that spirit and be enhanced in the qualities of imagination, intellect, and courageous devotion to the public interest that he so eminently exemplified."

*Institute*

# VERSITY
# BLIC SERVICE

Nestled in the heart of Virginia's rolling hills is a unique new learning community, where top Federal executives pursue studies, exchange high-powered ideas and, most importantly, seek the necessary ways of responding to ever more challenging public problems. The Federal Executive Institute in Charlottesville, Va., dedicated in mid-October 1968, brings together for 2-month sessions Federal career managers recognized by their agencies for creative, talented leadership in the public service. It is an interagency project, with a year round residential faculty augmented by faculty and facilities from nearby University of Virginia.

The Thomas Jefferson Inn, atop a tree-surrounded knoll, offers excellent facilities for the lectures, small group discussions, and community meetings in which the executives participate. There is ample opportunity for individual reflection and study. Four eight-week sessions will be scheduled each fiscal year, with participation limited to 60 executives in each session.

# when federal employees COMPLAIN

BY IRVING KATOR
Assistant to the Executive Director
U.S. Civil Service Commission

LAST JULY the Civil Service Commission established a Complaint Office in Washington to receive complaints and inquiries from Federal employees (and members of the public, too) on matters involving the Federal personnel system. This was a first for the Commission and a new venture into some unexplored areas of personnel administration and human relations.

## WHY A COMPLAINT OFFICE?

Federal employees have regular grievance and appeal channels which begin in the employing agency and in the case of adverse actions (dismissals, suspensions, etc.) include appeal to the Commission. These appeal rights are well established and the new Complaint Office was not intended to supplant them.

But despite the opportunity for Federal employees to complain formally through both agency and Commission channels, there seemed to the Commission to be a need for a place to which an employee who had a problem could come and get sympathetic understanding and assistance from a knowledgeable staff member—a place where his complaint, if justified, could get swift corrective action.

In announcing the new Office, the Commission stated that it would continue to look to Federal agency managers to handle complaints from their employees fairly and expeditiously. However, the new Complaint Office would be a single point in the Commission to which employees could come or write about the problems they had not been able to resolve satisfactorily by other means. It would also serve employees who believe their rights under the Federal personnel system had been adversely affected by agency action.

All employees would be free to come or write to or call the Complaint Office when they felt it would be of help to them. However, if their problem was one for which a remedy existed (such as an appeal channel), they would be advised of the remedy and how to pursue it.

In short, it was recognized that employees do have problems which a third-party ear and helping hand might quickly straighten out or alleviate. It was recognized, too, that employees often need only information and that their "problems" might be solved this way. Government is complex and it seemed advisable to have an office that could give employees signposts and directions when they needed help. Important also in the establishment of the office was the fact that in a large system with 3 million employees injustices are bound to occur. There should be a place for an employee to go to get relief. Above all, the Commission was telling employees, "If you've got a beef, we will try to help."

## VOLUME OF COMPLAINTS

One of the main concerns in establishing the new office was the workload it might generate. Didn't every employee in the Federal Government have a complaint? Wouldn't the office be inundated with complaints and problems? Actually the contrary was true. For the first 12 weeks of operation an average of 105 complaints or problems per week were brought to the attention of the office either in person, by telephone, or by letter. As word of the new Complaint Office gets around, additional business may be created.

But the fear of being inundated has now evaporated. This doesn't mean that Federal employees are the most satisfied employees in the world. It does mean that the overall employee-management climate and the normal grievance and appeal channels are such that the vast majority of employees have no reason to visit, call, or write the Complaint Office. This in itself was a comforting revelation to those in the Commission who had heard so much about "employee unrest."

An important feature of the new office is its ability to provide information upon request. Often what is regarded as a complaint or what may develop into a complaint is simply, at least initially, a need for information. When the information is provided, the complaint may be avoided. This is so even though the information provided may be adverse to the employee. For example, "Why wasn't I promoted?" When the reasons are explained and the Merit Promotion System made understandable to the employee, many times (but not always) his concern disappears. He may not be satisfied—he still wants the promotion—but he is able to understand some of the reasons why the other fellow got the job.

The new office provides a sympathetic ear and human compassion for the other fellow's problem. This is an important function, sometimes the most important one it can provide. Many employee problems cannot be solved by administrative action; they can't be solved except by the employee himself. These may be personal matters affecting the individual—a problem with a colleague, for example. If the employee can talk this kind of problem out, can have someone listen sympathetically, the matter may become less important to him. Maybe he just needed an opportunity to ventilate the subject. Sometimes, of course, more than this happens. Depending on the problem, the Complaint Office may call the agency personnel office and arrange adjustments that can be helpful to the employee.

## ROLE OF THE AGENCIES

One can ask why employees do not talk to the personnel officials in their agencies on such problems. Of course they should and they do. The extent to which the agency gets the confidence of its employees in this regard, the better the entire personnel operation is in that agency.

At the same time, for one reason or another, employees might prefer a third party to hear their story. It may

# ombudsman for the federal government?

be a matter that an employee is reluctant to raise in his agency despite every assurance that the matter would be kept confidential. This is understandable and in no way a reflection on the agency. Even though the third party, in this case the Commission, may provide the same information the employee received from the agency, the facts gain in credibility when verified by the Commission and the information previously given by the agency may then be accepted.

Most matters employees complain about can be resolved only by the employing agency—a transfer, a correction of personnel records, a promotion. The Complaint Office gets in touch with a designated person in the personnel office of each agency who serves as a contact point for the Complaint Office. The agency personnel office sees what it can do to resolve the problem. Sometimes it can; many times it can't. Maybe the problem was caused by an oversight; maybe something fell between the cracks; maybe a little human compassion was needed and the personnel office can see that it is provided.

## ARE GRIPES LEGITIMATE?

All complaints received by the Complaint Office are legitimate in the sense that the employee feels deeply about them or else he would not go this route. But how many are the kind in which the employee has been wronged and on which corrective action should be taken? Actually not many, but there are some, and it is these cases where intervention by the Complaint Office is most helpful.

Inquiries to agencies by the Complaint Office can be instrumental in helping the agency reach a decision which might otherwise go against the employee. The fact that a third party discussed it with the agency may help the agency clarify the position it will take with respect to the employee.

Maybe the employee should be given a second chance. More often than not, the Complaint Office intervention will result in no change in the agency's position because the agency is on sound ground and there is no basis for change. These cases are fully explained to the employee, however, by the Complaint Office or by the agency and, hopefully, the employee is at least more satisfied because of the explanation.

## THE KIND OF COMPLAINTS

The complaints run the gamut from "Why was my desk moved?" to discharge or suspension. If an employee is being discharged and comes to the Complaint Office, he is informed of the appeal channels available to him. An appointment is made with the proper officials in the Civil Service Commission who can be of assistance. How an employee can appeal is explained to him. If the employee complains of discrimination, he is informed of the discrimination complaint procedure and the Equal Employment Opportunity official in his agency is contacted and asked to look into the matter. Sometimes the contact alone is enough to bring the parties together and resolve the matter without a formal complaint.

The largest single category of complaints is promotion. This is understandable. People want to get promotions; many are qualified. But there is usually only one job to be filled by some one person. Questions can be resolved best in these cases by explaining the Merit Promotion Plan to the employee. Lack of communication is still with us and more often than not is the cause of employees' dissatisfaction on their "problems."

Other problems involve questions of transfer, right to benefits, discharge from employment, and supervisor-employee relations. They run from very complex and highly emotional issues to "Why didn't I receive my annuity check on time?" The office straightens out the annuity check complaint in no time.

## IS THIS AN OMBUDSMAN?

An early question about the new office was whether it was an Ombudsman. It is not an Ombudsman. The Complaint Office of the Civil Service Commission reports directly to the Chairman. While it is established at a high level in the Commission, it is within the Commission and not outside and in this sense does not meet the main criterion for an Ombudsman—independence of the Executive.

The Scandinavian Ombudsmen report to their legislatures, for example. Quite the contrary for the Complaint Office—it is part and parcel of the executive branch.

But there are similarities—real ones—between the Office and the Ombudsman. The Complaint Office will listen to any employee who believes he has a problem. An Ombudsman will, too. The Complaint Office will ask an agency to look into a matter where it believes the agency can take action to correct the complaint. An Ombudsman will do this, too, and usually has the power to request documents and reports about the case. If the agency's explanation is satisfactory, both the Complaint Office and the Ombudsman will accept it. (Incidentally, both

have about the same batting average. In about 10 percent of all cases coming to their attention, some action of benefit to the complainant is taken.)

The Ombudsman usually makes a report with recommendations for legislation to correct the problems he has uncovered. One of the many benefits of the Complaint Office will be the information developed about the kind of problems which trouble employees and the steps that can be taken to eliminate the problems. New insight into human relations in the Federal service may be realized. The Complaint Office will periodically report to agency personnel directors on the nature of the complaints and what they mean in terms of agency personnel management. Agency practices are bound to be changed in some respects when this information is provided to them.

The Complaint Office has something over the Ombudsman in one way. When the complaint is justified and action warranted, the Civil Service Commission can order corrective action. Actually to date this has not been necessary. Federal administrators are very much concerned with the protection of employee rights and, if an improper course of action is explained to them, correction will follow immediately.

Like the Ombudsman, the Complaint Office cannot function unless there is a genuine desire on the part of agency administrators to administer their programs fairly and properly. It is only in an atmosphere where the rights of employees are recognized and where administrators want to do the right thing that the Complaint Office or Ombudsman can function. It is a tribute to personnel administrators that the Complaint Office has been successful in its operation.

### FUTURE OF THE COMPLAINT OFFICE

The Complaint Office should go out of business. That is its sole objective. Federal agencies should be able to provide much the same service that the Complaint Office now provides. Maybe a third party to hear the employee's complaint will always be necessary. At the same time, when employees develop full confidence in the personnel office, they will take complaints there and have them resolved on the spot. This is the objective toward which Federal agencies should work. Many little complaint desks in Federal agencies isn't a bad idea. Better communication with employees is a good idea, too. This is a rule now observed mostly in the breach. Big complaints often come from a little lack of understanding. Often it isn't the employee's fault that he doesn't understand. Government is large; the system is not as simple as we would like it to be; the problems are complex.

But every effort must be made in the agency to keep employees informed of personnel matters which affect them and which they have a right to know about. There should be more person-to-person communication and the employee should have the opportunity within the agency to get the sympathetic ear and human understanding which is the biggest stock in trade of the Complaint Office.

## *A Look at* LEGISLATION

*Major personnel legislation enacted by the Second Session, 90th Congress:*

### APPOINTMENT

Public Law 90–351, approved June 19, 1968, title VI, section 1101 of the Omnibus Crime Control and Safe Streets Act of 1968, provides that after the service of the present incumbent terminates, the Director of the Federal Bureau of Investigation shall be appointed by the President, by and with the advice and consent of the Senate, and shall be compensated at the rate prescribed for level II of the Federal Executive Salary Schedule.

### APPROPRIATED FUND RESTRICTIONS

Public Law 90–479, approved August 12, 1968, title V, section 510, of the Public Works for Water and Power Resources Development and Atomic Energy Commission Appropriation Act, 1969, bars the use of funds appropriated under this or any other Act to finance interdepartmental boards, commissions, councils, committees, or similar groups under section 214 of the Independent Offices Appropriation Act, 1946, unless they have prior and specific congressional approval of such method of financial support.

Other appropriation acts with provisions similar to Public Law 90–479 were passed.

Public Law 90–550, Independent Offices and Department of Housing and Urban Development Appropriation Act, 1969. (Sec. 307—Bars use of appropriated funds under this Act only, except that during 1969 appropriations of certain departments and agencies shall be available up to certain specified amounts for (a) President's Council on Youth Opportunity; (b) Interagency Committee on Mexican-American Affairs; (c) U.S.-Mexico Commission on Border Development and Friendship; and (d) National Council on Indian Opportunity.)

Public Law 90–557, Departments of Labor, and Health, Education, and Welfare Appropriation Act, 1969, title IV, section 406, bars the use of funds appropriated under this Act to finance any Civil Service Interagency Board of Examiners.

## CLAIMS

Public Law 90–561, approved October 12, 1968, amends the Military and Civilian Employees' Claims Act of 1964 to authorize the Government of the District of Columbia to settle claims with respect to damage to or loss of personal property occurring incident to service of any officer or employee in or under the Government of the District of Columbia, to the same extent as applies to the heads of agencies of the Federal Government.

## EMPLOYMENT RESTRICTIONS

Public Law 90–351, approved June 19, 1968, title V of the Omnibus Crime and Safe Streets Act of 1968, amends subchapter II, of chapter 73, of title 5, United States Code, by adding a new section 7313, to bar from employment in the Government of the United States or the Government of the District of Columbia for five years anyone convicted of a felony determined by the head of the employing agency to have been committed in furtherance of a riot; and to provide that anyone holding a position in the Government of the United States or the Government of the District of Columbia on the date his conviction becomes final shall be removed.

Public Law 90–373, approved July 3, 1968, the National Aeronautics and Space Administration Authorization Act, 1969, section 6, bars the payment of any salary of an individual convicted of a felony by a Federal, State, or local court of competent jurisdiction and provides that anyone holding a position in the National Aeronautics and Space Administration on the date his conviction becomes final shall be removed.

## FOREIGN SERVICE PERSONNEL

Public Law 90–494, approved August 20, 1968, amends the Foreign Service Act of 1946. The Act among other things: (1) authorizes a career system for the professional Foreign Service personnel of the United States Information Agency by creating the Foreign Service Information Officer Corps that is parallel to the Foreign Service officer system in the Department of State; (2) authorizes Foreign Service staff personnel of USIA with more than 10 years of service to participate in the Foreign Service retirement system; (3) limits the appointment of Foreign Service Reserve officers in the Department of State and in the United States Information Agency to a maximum of 5 years, after which they must either be given tenure in one of the career categories or be terminated; and (4) provides that the principle of veteran preference is applicable to the selection of Foreign Service officers and Foreign Service information officers.

## HOLIDAYS

Public Law 90–363, approved June 28, 1968, amends section 6103 of chapter 61 of title 5, United States Code, to provide for the annual observance of certain national holidays on Mondays; and to establish Columbus Day as a national holiday to be observed on the second Monday in October. The effective date is January 1, 1971.

## INTERGOVERNMENTAL COOPERATION

Public Law 90–577, approved October 16, 1968, title III of the Intergovernmental Cooperation Act of 1968, authorizes Federal departments and agencies, upon written request, to provide specialized or technical services on a reimbursable basis to State and local governments under regulations prescribed by the Bureau of the Budget.

## LEAVE

Public Law 90–588, approved October 17, 1968, amends subchapter II of chapter 63, title 5, United States Code, by adding a new section 6326, to provide up to 3 days' paid leave to a Federal employee or an employee of the Government of the District of Columbia to make arrangements for, or to attend the funeral of an immediate relative who dies as a result of combat service in the U.S. Armed Forces. Section 2 amends section 6323, title 5, United States Code, by adding subsections (c) and (d) to provide up to 22 workdays' paid leave for a Federal employee or an employee of the Government of the District of Columbia who is called to active duty in the Reserves or the National Guard for the purpose of enforcing the law; and amends subchapter II, chapter 55, title 5, United States Code, by adding a new section 5519 to provide that salary earned as a member of the Reserve or the National Guard during such periods of leave will be withheld from his civilian pay, because such duty, unlike summer training periods, is subject to the dual compensation restrictions of title 5, United States Code.

## LEAVE AND RELATED BENEFITS

Public Law 90–367, approved June 29, 1968, amends various sections of title 5, United States Code, to authorize salary, leave, and retention credit in Federal employment with the Department of Agriculture for non-Federal service performed with Agricultural Stabilization and Conservation Service county committees. The Act also authorizes county committee employees to transfer any unused annual and sick leave to their new accounts when they accept Federal positions in the Department of Agriculture.

## PAY (OVERTIME)

Public Law 90–556, approved October 10, 1968, amends title 5, United States Code, to liberalize the premium pay benefits for certain employees in the Department of Transportation by permitting overtime and additional annual standby pay to be computed on total base pay rather than only on that part which does not exceed the first rate for GS–10. The effective date is the first day of the first pay period which begins on or after the thirtieth day after date of enactment.

## PAY (WAIVER OF CLAIMS)

Public Law 90–616, approved October 21, 1968, amends subchapter VIII, chapter 55, title 5, United States Code, by adding a new section 5584, to establish a procedure for the Comptroller General or the head of an agency to waive erroneous salary overpayments received in good faith by employees of executive agencies on or after July 1, 1960. The Comptroller General is authorized to waive overpayments of any amount, and to prescribe the conditions under which the head of an agency could waive overpayments not to exceed $500. The Act also provides for agencies to refund to employees amounts previously repaid to the Government if a waiver is granted, and application is made for the refund within two years after the effective date of the waiver. Claims which are subject to exceptions by the Comptroller General may not be waived.

## PAYROLL ALLOTMENTS

Public Law 90–365, signed June 29, 1968, amends section 3620 of the Revised Statutes as amended, to require the Federal Government to make up to two payroll deductions on a Federal employee's salary for deposit in banks, saving and loan associations, and credit unions, upon the written request of the Federal employee; and permits the remainder of an employee's check to be deposited in a checking or other savings account. The Act provides that the Government would be reimbursed for the cost of the second and third deductions by the financial institutions receiving the deductions, under regulations prescribed by the Secretary of the Treasury.

## PERSONNEL CEILING

Public Law 90–364, approved June 28, 1968, title II, section 201 of the Revenue and Expenditure Control Act of 1968, places a ceiling on the number of full-time civilian employees who may be appointed to permanent positions in the executive branch, not to exceed the number employed on June 30, 1966; and places a ceiling on the number of temporary and part-time employees in any department or agency of the executive branch during any month, not to exceed the number employed during the corresponding month of 1967. The Act authorizes the Director of the Bureau of the Budget, under certain conditions, to reassign vacancies from one department or agency to another.

Public Law 90–449, approved August 2, 1968; section 3 exempts employees in the postal field service (other than employees in regional offices) and employees of the Bureau of Research and Development from the limitation on the number of civilian employees prescribed in section 201 of the Revenue and Expenditure Control Act of 1968, Public Law 90–364.

Public Law 90–464, approved August 8, 1968, title II, section 209, of the Department of Transportation Appropriation Act, 1969, exempts certain employees in the air traffic control system from the limitation on the number of employees prescribed in section 201 of the Revenue and Expenditure Control Act of 1968, Public Law 90–364.

Public Law 90–470, approved August 12, 1968, title II, section 207, of the Departments of State, Justice, and Commerce, the Judiciary, and Related Agencies Appropriation Act, 1969, exempts the Federal Bureau of Investigation from the limitation on the number of employees prescribed in section 201 of the Revenue and Expenditure Control Act of 1968, Public Law 90–364.

Public Law 90–580, approved October 17, 1968, title V, section 543, of the Department of Defense Appropriation Act of 1969, exempts certain employees of the Department of Defense, employed after June 30, 1966, who are stationed in the Southeast Asia Theater of Operations, from the limitation on the number of employees prescribed in section 201 of the Revenue and Expenditure Control Act of 1968, Public Law 90–364.

## POSTAL EMPLOYEES

Public Law 90–384, approved July 5, 1968, amends title 18, United States Code, to permit prosecution of postal employees for failure to remit postage due collections, under the postal embezzlement statute, section 1711 of title 18.

Public Law 90–449, approved August 2, 1968, amends title 39, United States Code, to authorize the Postmaster General to take appropriate disciplinary action against any postal field service employee who assaults another postal employee engaged in the performance of his official duties. Section 2 amends title 18, United States Code, to include any postal inspector, any postmaster, officer, or employee in the field service of the Post Office Department within the provisions of section 1114, which makes it a Federal crime to murder or assault certain enumerated Federal officials.

## REEMPLOYMENT

Public Law 90–491, approved August 17, 1968, amends and clarifies the reemployment provisions of the Military Selective Service Act to: (1) protect reservists and National Guardsmen from being disadvantaged in their employment because of their military obligations;

(2) provide court enforcement provisions for this protection; and (3) extend reemployment rights for an additional period not to exceed 12 months beyond the present 4-year period for servicemen who voluntarily or involuntarily extend their tour of duty, at the request and for the convenience of the Government. Section 3 of the Act amends section 3351 of title 5, United States Code, to place a limit on job restoration rights of Government employee reservists and National Guardsmen to the same extent as now applies to other ex-servicemen.

## RETIREMENT AND RELATED BENEFITS

Public Law 90–486, approved August 13, 1968, the National Guard Technicians Act of 1968, amends titles 5 and 32, United States Code, to clarify the status of National Guard technicians as follows: (1) converts National Guard technicians to Federal employee status (noncompetitively if National Guard membership is a condition of civilian employment); (2) converts technician positions to classified or wage system Federal positions; (3) provides for final level of appeal to adjutants general for all technicians from certain adverse personnel actions; (4) provides for termination of civilian employment upon loss of Guard membership, failure to meet military security standards, or separation for cause, with requirement of 30 days' notice by adjutants general prior to termination; (5) provides for nonapplication of veteran preference provisions for technicians; (6) provides for compensatory time off in lieu of overtime pay for technicians, except those assigned to certain air defense duties; (7) credits past technician service under certain conditions for purposes of leave, Federal employee death and injury compensation, group health and life insurance, severance pay, status and retirement eligibility, but only 55 percent of past service for retirement computation purposes; (8) provides for technicians to elect to remain under State retirement systems, under certain conditions, in lieu of coming under the Federal civil service retirement system; and (9) permits retention of technician Reserve officers until age 60. The effective date of the Act is January 1, 1969.

## SALARY RESTRICTIONS

Public Law 90–425, approved July 26, 1968, title III, section 303, of the Department of Interior and Related Agencies Appropriation Act, 1969, bars the use of funds appropriated under the Act to pay the salary of any Federal employee who is convicted, in any Federal, State, or local court of competent jurisdiction, of inciting, promoting, or carrying on a riot or any group activity resulting in material damage to property or injury to persons, found to be in violation of certain laws designed to protect persons and property.

Identical restrictions appear in the following appropriation acts:

Public Law 90–463, approved August 8, 1968, title V, section 509, of the Department of Agriculture and Related Agencies Appropriation Act, 1969.

Public Law 90–557, approved October 11, 1968, title IV, section 407, of the Departments of Labor, and Health, Education, and Welfare Appropriation Act, 1969.

Public Law 90–580, approved October 17, 1968, title V, section 540, of the Department of Defense Appropriation Act, 1969.

## SALARY RESTRICTIONS

Public Law 90–470, approved August 9, 1968, title VII, section 705, of the Departments of State, Justice, and Commerce, the Judiciary, and Related Agencies Appropriation Act, 1969, bars the use of funds appropriated under the Act to pay the salary of any Federal employee who is finally convicted, in any Federal, State, or local court of competent jurisdiction, of inciting, promoting, or carrying on a riot, resulting in material damage to property or injury to persons, found to be in violation of Federal, State, or local laws designed to protect persons or property in the community concerned.

Identical restrictions appear in the following appropriation act:

Public Law 90–550, approved October 4, 1968, title IV, section 308, of the Independent Offices and Department of Housing and Urban Development Appropriation Act, 1969.

## TRAINING

Public Law 90–575, approved October 16, 1968, title IX, Education for the Public Service, among other things, authorizes the Secretary of the Department of Health, Education, and Welfare to award graduate or professional fellowships, under certain conditions, not to exceed 3 academic years, to persons who plan to pursue a career in public service in Federal, State, or local governments; and provides for appropriate support to universities seeking to enrich and strengthen their public service education programs.

## WAGE SYSTEM

Public Law 90–560, approved October 12, 1968, amends titles 5 and 39, United States Code. Section 4 amends section 5341 of title 5, United States Code, by adding a new subsection (c) to provide that whenever there are large numbers of positions of a particular kind in a Federal wage area, and where no matching positions exist in the local area, the Government is required to make a survey of rates for these occupations in the nearest wage area most similar in population, employment, manpower, and industry, and then establish such rates in the wage area for which the survey was made. The Act provides that the Civil Service Commission shall prescribe regulations necessary for the administration of this subsection.

*—Ethel G. Bixler*

# THE NAME OF THE GAME IS GO GOVERNMENT

BY THOMAS G. McCARTHY
Director, Office of College Relations
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WHILE THE GOVERNMENT'S college recruitment programs are meeting agency needs so far as the number and quality of college hires are concerned, they will not continue to be successful unless planning, organization, staffing, and administration are substantially improved. This is among the findings resulting from a recent Civil Service Commission review of college relations and recruiting activities, reinforced by a study conducted by three outside consultants.

The Commission's comprehensive review, which began in the spring of 1967, was undertaken in view of the critical importance to the Federal Government of attracting talented college-trained men and women.

Its purpose was to evaluate the effectiveness of the Government's college recruiting efforts, identify their strengths and weaknesses, and determine what action should be taken for the future development of Government recruiting programs.

The factfinding, analysis, and report writing phases of the review lasted almost a year, and the final product that emerged was grounded on a solid foundation of research material, including:

- data requested from all Federal agencies on the organization, planning, and conduct of their college recruiting programs with particular emphasis on their problems and suggestions for improving the Government-wide effort.
- a survey of the extent and results of recruiting by Federal agencies at a sample of 209 colleges and universities throughout the country.
- a study of the effectiveness of Federal recruiters and their recruiting practices through interviews with 352 college placement directors and faculty members in 123 colleges.
- informal discussions on recruiting practices and techniques with managers of recruiting programs in five large private organizations.
- information already available in Commission files relating to agency recruiting practices.

Once the report of the review was written, an extra step was taken to test the integrity of its findings. The review, including the Commission's recommendations for action, was submitted to a panel of outside consultants for an independent opinion.

Using the Commission's review as a background paper, John Munschauer of Cornell University, Roy W. Walters of the Roy W. Walters Company, and Dr. O. B. Conaway of West Virginia University, did additional research and reworked the raw data used by the Commission to conduct their own study of Government-wide college recruiting activities.

In their report to the Commission, the consultants stated, ". . . the Review Panel considers the survey and report to be major developments in recruitment for not only the Federal Government but other American jurisdictions as well." Their study paralleled the Commission review in identifying the following areas where excellent progress has been made in recent years in the Government-wide college relations and recruitment effort:

- Departments and agencies report that they succeeded in filling most of their entry-level positions for college graduates in 1967 and almost all of them said that their college hires were better or compared favorably to the quality of those hired in previous years.
- More college students competed in the 1967 Federal Service Entrance Examination and more passed the written test than in any previous year.
- The survey of 352 college placement directors and faculty members showed that 24 percent rated Federal recruiters above average, 65 percent rated them average, and 11 percent considered them below average.
- Federal agencies have been making commendable efforts to recruit at women's colleges, predominantly Negro colleges, and colleges with substantial numbers of students with Spanish surnames.

The Commission's review, as well as the consultants' study, pointed up the fact that while the Government's college recruitment programs have very largely met its quantitative needs to date they will not continue to be successful unless planning, organization, staffing, and administration are improved. In short, the Government's multimillion dollar investment in recruitment needs stronger management and better coordination.

Federal agencies could sharpen their recruiting programs by more careful selection of colleges in the light of their needs and by getting more information about a college before visiting the campus. Federal recruiters could do more to assist each other if they knew more about each other's needs, helped publicize each other's jobs, and referred candidates to one another according to their interests and qualifications.

The quality of Federal recruiters is an area of continuing concern. Although college representatives complimented their performance, they also cited instances of Federal recruiters who were unenthusiastic about their work, lacking in professional skills, and "too green" to do an effective job. Turnover among Federal recruiters—a new one visiting the campuses each year—cannot build the expertise needed in a competitive labor market.

Another problem area is manpower planning, a prerequisite to good recruiting. There have been instances where Federal agencies have recruited well and with enthusiasm to fill jobs which are not really satisfying to college graduates. This can be a ruinous practice in the long run because word returns to the campus via the grapevine that the jobs are dull and without much future. Still other cases were noted where Federal agencies could have profited by more sustained programs of intake of talented young people to meet their future needs for top managerial and professional personnel.

Both the quality and distribution of Government recruiting literature came under close scrutiny in the Commission review. College placement officers said they received so many Federal recruiting brochures they did not have the resources to review and analyze their contents. There is some real gold in these publications, but placement officers and students cannot be expected to be responsible for excavation and refinement.

The review zeroed in on the fact that Government does not do enough to make college placement directors and career counselors good sources of information about Government careers. Not only do some career counselors lack general information about Federal careers, many of them do not understand the procedures for obtaining Federal employment. There is a need for constant reeducation about Federal careers.

The Review Panel of consultants was quick to note that present Federal recruitment procedures are one-sided in the sense that they are designed to permit an appraisal of the candidate by the agency but not vice versa. It is not known just how many more superior people the Government might have attracted with expense-paid preemployment visits. Such visits would serve not only to interest candidates in a particular agency, but those who came and saw might return to the campus more favorably disposed to Federal employment in general and spread this attitude among their fellow students.

While difficult problems were highlighted by the Commission's review of Federal college recruiting programs, they can be met and overcome through the cooperative efforts of all agencies.

The Civil Service Commission and other Federal agencies are working partners in Federal recruitment. The Commission, as the Government's central personnel agency, is responsible for the leadership and direction of Government-wide recruiting programs. Most of the actual recruiting, however, is done by the various departments and agencies which develop and carry out recruiting programs tailored to their particular staffing needs. Agencies publish their own recruiting literature, select their own recruiters, develop their own techniques, and choose the colleges they visit.

This system has definite advantages. Recruiters know the work of their agencies and can speak most knowledgeably to students about it. Many of them have established good rapport with college placement directors and faculty members, and communication is simple when there is direct contact between the employing agency and students.

The Commission has developed an action plan which seeks to attack the problem areas highlighted by the review while maintaining and building on the decentralized Federal recruiting system. The Commission plans to:

- Work with Federal departments and agencies to cut duplication of effort through better coordination of the Government-wide college recruiting activities as well as better organization for recruitment within individual departments and agencies.
- Encourage better manpower planning in Federal agencies to insure that they are providing for their future managerial and professional needs through a steady intake of talented young men and women.
- Build stronger programs to attract minority group members and make continuing progress in this vital area of recruitment.
- Make better use of current Federal employees to communicate information on Government careers to colleges and other recruiting sources.
- Prepare guidelines for the selection of Federal agency recruiters and the continuing development of their skills.

- Insure maximum utilization and development of college-level hires through challenging assignments and sustained emphasis on excellent performance.

An important step resulting from the review is an experiment to determine how the Government's total college recruiting effort might be better coordinated. (As many as 70 or 80 Federal recruiters visit some of the larger universities each year.) The Commission is setting up on a trial basis a Joint Effort for Talent (JET)—a program to bring together the Government-wide college recruiting efforts for better results.

The JET program is designed to achieve better cooperation among agencies, while retaining the advantages of individual agency efforts. Under the experimental program, arrangements will be made with a small number of colleges to block out time in their recruiting schedules so that Federal recruiters can jointly visit and interview on campus during the same periods of time. The approach at each college may vary.

- At some colleges and universities, the plan might be to set aside a single period for all Federal recruiters to visit the campus. This might be a week, i.e., if there is only interviewing space for 10 recruiters a day, 50 Federal recruiters might take up 5 days in the college placement office's schedule.
- At a very large university, the plan might be for a series of joint visits at different times according to the major fields of study in which Federal recruiters are interested, e.g., engineering, accounting, etc.
- At colleges that are predominantly liberal arts, the plan might be a joint visit only by recruiters interested in eligibles in the Federal Service Entrance Examination.

The interests of the placement director at each college will determine to a large extent the approach used.

Each agency representative participating in JET will recruit for his agency's needs and will spend one or two days on campus to interview interested students, just as they have in the past. The major difference is that they will visit the campus during the same periods so that they can unite their promotional and informational efforts and mutually assist each other by referring candidates to the agency or agencies with positions most suited to their interests and qualifications.

The objectives of these joint visits will be to:

- Generate more publicity, permit more organized contacts by Federal representatives with college faculty, and attract more student interest in Federal careers.
- Give students a better perspective on Federal careers since they will be better able to see the wide range of jobs offered.
- Encourage agencies to place joint advertisements on a shared-cost basis before and during their joint visits with the likelihood of a far greater return than is presently possible from individual advertisements spread over the full recruiting year.
- Encourage agencies that now have many recruiters visiting the same campus to review their internal organization for recruitment for better coordination and to avoid unnecessary duplication of effort.

The Commission is working now to arrange experimental JET programs at 30 colleges throughout the country during the 1969–70 academic year. The results of the program at each college will be thoroughly evaluated by the Commission, in consultation with other Federal agencies. Only if these experimental programs are successful will the JET system be adopted and carried out on other college campuses in future years.

The Commission is also moving ahead with programs to make improvements in other problem areas revealed by the review of Government-wide college recruiting. Upgrading the quality and distribution of recruiting literature is a high priority item.

To simplify the job of college placement officials in dealing with the hundreds of agency publications, the Commission is preparing a directory of brochures published by the various Federal employers. The directory will include a brief description of the contents of each brochure and should prove to be a useful guide for placement directors, faculty, and students.

To assist the many smaller agencies which lack the resources to prepare and publish their own recruiting brochures, the Commission is providing guidance and technical aid for the production of a joint brochure describing the career opportunities available in these agencies.

Also underway are arrangements for establishing experimental Federal Career Centers in cities around the country. The centers will operate for a few days to a week and will be combined efforts by the Commission and other agencies to attract college graduates to visit a central point where recruiters from many agencies will be available to interview them. The target group will be college graduates, especially those in shortage category occupations, rather than the current seniors and graduates who are reached through campus visits.

In the months and years ahead, the Commission will continue to work closely with other Federal agencies in implementing the full action plan developed in response to its review of Federal recruiting at the college level. In the words of the Review Panel, ". . . the Civil Service Commission has begun an absolutely essential effort to recognize the crucial importance of college recruitment to the Federal Government and to give this phase of personnel administration the organizational and other resources it deserves."

To be successful, the essential effort begun by the Commission will be carried forward in an atmosphere of mutual trust and cooperation with all Federal agencies.

# LABOR-MANAGEMENT RELATIONS

## GRIEVANCE ARBITRATION

The Office of Labor Management Relations recently completed a review from its files of grievance arbitration cases which had been initiated under negotiated agreements authorized by Executive Order 10988.

The analysis of issues produced 15 categories of problems encompassing a wide range of personnel policies which directly affect employees. Grievances involving disciplinary actions and promotion procedures combined add up to 35 percent of the cases. Arbitrators split their awards in one disciplinary action case and in one case involving assignment of work. A tabulation follows:

| Category | Cases | Awards to— | |
|---|---|---|---|
| | | Union | Management |
| Disciplinary actions | 11 | 5½ | 5½ |
| Promotion procedures | 11 | 7 | 4 |
| Administration of overtime | 9 | 4 | 5 |
| Assignment of work | 7 | 3½ | 3½ |
| Change of shift hours | 6 | 1 | 5 |
| Administration of pay provisions | 3 | 0 | 3 |
| Change of basic workweek | 3 | 1 | 2 |
| Leave administration | 3 | 1 | 2 |
| Administration of "personal time provisions" | 2 | 1 | 1 |
| Employee services | 2 | 1 | 1 |
| Grievance procedures | 1 | 0 | 1 |
| Job evaluation | 1 | 0 | 1 |
| Recognition and awards program | 1 | 0 | 1 |
| Supervisory conduct | 1 | 0 | 1 |
| Training program administration | 1 | 0 | 0 |
| TOTALS | 62 | 26 | 36 |

As to location, 42 cases were in Navy, 8 in Army, 4 in FAA, 3 in Coast Guard, 2 in Post Office, and 1 each in Defense Supply, Justice, and Interior.

Unions representing employees in the cases were: the Metal Trades Council, 26; International Association of Machinists and Aerospace Workers, 20; American Federation of Government Employees, 7; National Association of Government Employees, 2; United Federation of Postal Clerks, 2; Plumbers and Pipe Fitters, 2; International Brotherhood of Electrical Workers, 1; American Federation of Technical Engineers, 1; and International Union of Operating Engineers, 1. All were AFL–CIO affiliated except the independent National Association of Government Employees.

A definite pattern appears in the issues which are submitted to grievance arbitration in the Federal Government. Matters such as promotion and discipline most frequently constitute the issues which are unresolved on an informal basis and which are ultimately decided through arbitration. This situation has a definite message for managers in day-to-day administration.

Of the large amount of statistical information relating to industrial arbitration, only a small segment relates directly to the issues of grievance arbitration cases. Of interest, although not recent, is a 10-year study of grievance arbitration cases covering the Bethlehem Steel Company and the United Steel Workers of America. This study covered the period 1942–1952 and reported grievance issues in all of Bethlehem Steel's 14 plants. A review of the 1,003 cases submitted to arbitration produced the following numbers and categories of issues:

| Category | Cases |
|---|---|
| Wages or job classification | 485 |
| Seniority | 303 |
| Discipline | 89 |
| Work force assignments | 53 |
| Job assignments | 14 |
| Vacations | 6 |
| Work schedule | 6 |
| Bargaining unit | 5 |
| Transfer | 4 |
| Other working conditions | 23 |
| Subject not indicated | 15 |
| TOTAL | 1,003 |

The Bethlehem study also showed that 50 percent of all grievances submitted to arbitration were denied. Of the remaining cases, 20 percent were granted, 12 percent resulted in split awards by arbitrators, 10 percent were referred back to the parties for further negotiation, and the rest were settled or withdrawn. Less than 50 percent of the seniority and work assignment grievances were denied, while 50 percent or more of the grievances in the other classifications were denied. Twenty-three percent of the seniority grievances and 20 percent of the wage grievances were granted in full.

Although the two studies show that many of the same issues go to arbitration in Federal agencies and in the private sector, direct comparisons are not possible. One reason, of course, is that the scope of grievance issues in the Federal service is more limited because many matters, such as the pay of General Schedule employees, are established by law rather than through negotiation. Both studies, however, show a broad range of issues that are of direct concern to employees to be subject to review and resolution through the assistance of a neutral third party—the arbitrator.

# TRAINING DIGEST

## POSTAL INSTITUTE—OKLAHOMA CENTER

The Postal Service Institute, currently located in Bethesda, will be expanding to new facilities at the University of Oklahoma this year.

The new training center will provide training to supervisory and nonsupervisory personnel. The center will train postal inspectors and postal managers and will provide training in maintenance and repair of mail processing machinery, building equipment, and vehicles. The present PSI facilities will be maintained to provide courses for top management personnel.

The new training center is planned to serve as a model for other centers to be developed during the next ten years at five or six other universities.

## TRAINING AND TECHNOLOGY

To complement classroom instruction, the Federal Communications Commission has initiated an individualized self-study shorthand program using programmed instruction, records, and dictation tape. Using these tools, each participant devotes 45 minutes a day toward reaching an individual learning objective. An English course conducted by the FCC makes use of the auto-tutor teaching machine as an aid to secretaries and stenographers in improving grammar and use of punctuation and to others who want to improve their writing effectiveness.

The Bureau of Training began the 1969 fiscal year by authorizing a new organizational unit—the Training Systems and Technology Division. The group has as its principal mission the promotion of a systems approach to the development of training programs throughout the Federal Government. The Division grew out of recommendations in the Presidential Task Force and Henderson Committee Reports. It is currently involved in surveying agency uses of training systems and new technology and is planning a state-of-the-art workshop for agency training officers.

Television has come to interagency training programs through "From Nine to Five," a course in the behavioral aspects of secretarial practices. The course is being presented by WETA–Channel 26, the NET station in Washington, in cooperation with the Civil Service Commission. The 28-hour, 14-session class was developed by some 20 agencies in cooperation with WETA, the Department of Agriculture Graduate School, the Commission's Communications and Office Skills Training Center, and other parts of the Bureau of Training.

Agencies administer the course in their own facilities through televised course segments and printed course materials. The first session, which began October 28, will undergo a thorough evaluation. The course is being offered again in 1969. It includes all the revisions suggested by the evaluation program. This novel concept in Federal training will be followed by additional courses in other subject areas.

## NEW PROGRAMS FOR NATIVE ALASKANS

The Federal Aviation Administration, Department of Transportation, last spring initiated a special training program in Nome, Alaska. Native Alaskans receive training through this special program for positions as air traffic controllers and electronic technicians, positions traditionally filled through transfers of trained personnel from other regions for tours of duty in Alaska.

The program, which has involved both job redesign and use of special training agreements, was an effort to help meet staffing needs for hard-to-fill technical specialties and to help improve employment opportunities for Alaskans of all minority groups.

Commerce's Environmental Science Services Administration has developed a program for the employment and training of native Alaskans as weather observers. Upon successful completion of the program, which is conducted in cooperation with the Bureau of Indian Affairs, Interior Department, trainees may begin careers as Meteorologist Technicians. This is a MUST-type position created from redesigning the weather observer position which formerly required college training or special skills. The training, centrally conducted in Anchorage, includes not only skills development but also training in consumer practices and community services. Trainees receive subsistence pay while in Anchorage and travel pay to the first duty station after training. ESSA expects that as a result of the special program a majority of its Alaskan work force will ultimately consist of natives.

These special efforts represent significant contributions to equal employment opportunity.

## FEDERAL PERSONNEL INTERNS

More than 100 interns from 17 agencies are currently participating in the Federal Personnel Intern program. The program is an interagency effort to hire, develop, and retain high-quality college graduates with potential for leadership in Federal personnel management.

The first group of interns, all employed in Washington, will complete their 2-year developmental program late this summer, and be ready to enter permanent positions with their agencies. A second group entered the Washington area program in September 1968. Also in September the program was implemented in other metropolitan areas with coordination provided by nine CSC regional offices.

*—G. Clifford Boocks*
Office of Agency
Consultation and Guidance



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## Worth Noting *(Continued)*

by David Ferber, Securities and Exchange Commission solicitor, and Irving M. Pollack, director of the SEC trading and market division. Science, Dr. Abe Silverstein, director of the Lewis Research Center, NASA. Natural Resources, Dr. Edward C. Crafts, director, bureau of outdoor recreation, Interior Department.

FULL FIELD INVESTIGATIONS are the subject of new criteria issued by the Civil Service Commission for the use of all agencies conducting investigations of individuals for appointment to critical-sensitive positions in the competitive civil service. The standards specify the minimum scope and coverage of such investigations, include criteria for the selection, training, and supervision of investigators, and set up strong safeguards against unwarranted invasions of individual privacy. There has been a considerable degree of uniformity among Government agencies on these points in the past, but this is the first time Government-wide standards have been issued.

A NEW AWARD has been established, to honor the outstanding handicapped Federal employee of the year. Purpose of the award is to increase awareness of the contributions being made by the handicapped in the Federal service by recognizing and publicizing their individual achievements. Selection of the award winner will be made by a committee of key Government and non-Government officials from among ten finalists nominated by their agencies and selected by a screening committee. All ten finalists will be honored at a ceremony to be held in Washington during March of each year.

NATIONAL GUARD TECHNICIANS subject to the provisions of Public Law 90–486, about 42,000 of them, became Federal civil service employees January 1. Those affected were formerly State employees who normally worked as civilian support personnel for the Guard units, but (with some exceptions) were subject to going on active military duty when their units were activated. All positions requiring membership in the National Guard have been placed in the excepted service. Other positions, including clerk-typists and security guards, were placed in the competitive service. Incumbents of these positions who meet the requirements are being recommended for conversion to career or career-conditional appointments. Others are being given temporary or special-tenure appointments. Incumbents of excepted positions will receive excepted, not career-type, appointments.

WORKING WOMEN in Government are the subjects of a new report, issued by CSC and distributed by the Superintendent of Documents, "The 1966–67 Study of Employment of Women in the Federal Government." It shows that over a third of all white-collar jobs in Government are held by women, and during the year under study women made up almost half of all new employees hired for white-collar jobs.

*—Bacil B. Warren*

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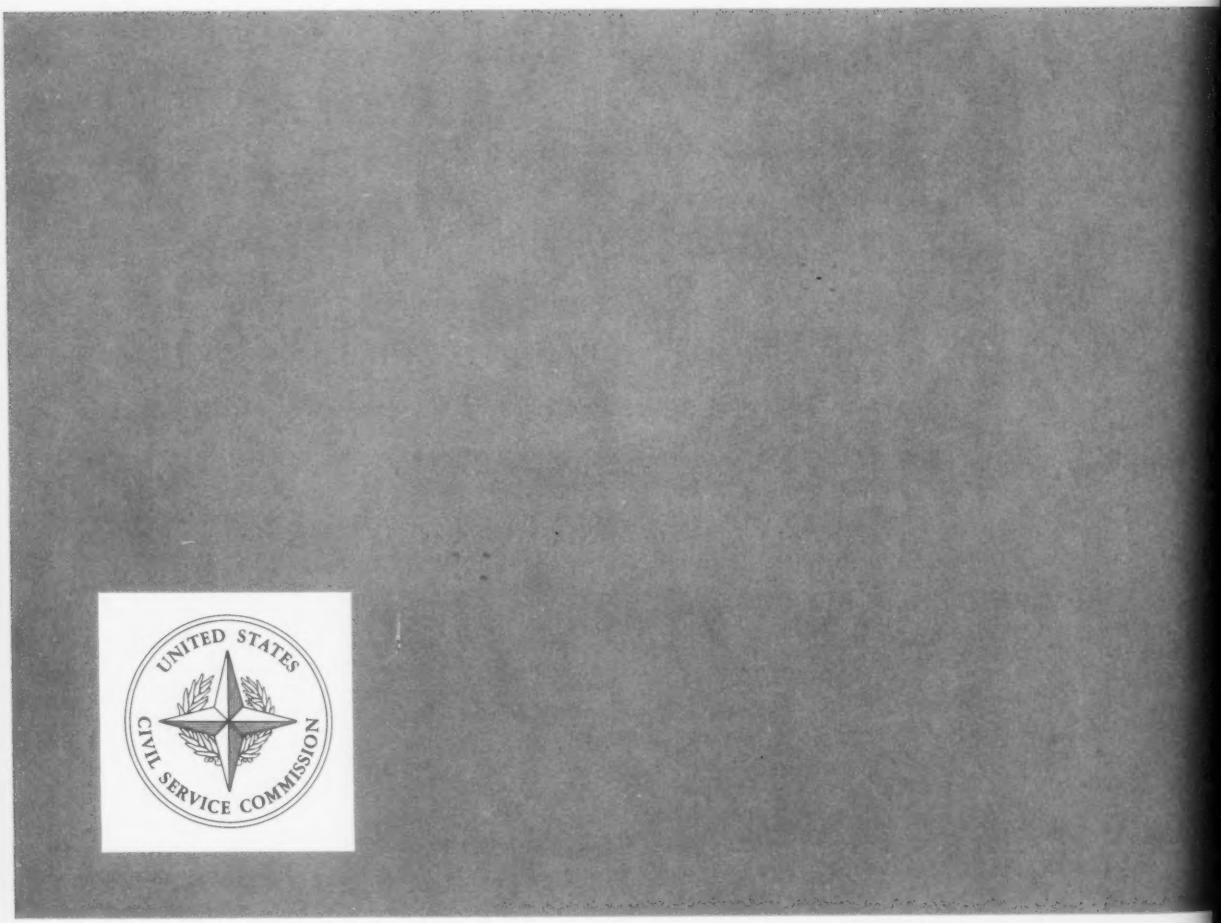
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